R E P O R T R E S U M E S

ED 012 485 CG 000 541

FEDERAL OFFENDERS REHABILITATION PROGRAM, A COLLABORATIVE RESEARCH TO STUDY THE EFFECTIVENESS OF USING VOCATIONAL REHABILITATION PERSONNEL AND PROCEDURES AS AN ADDITIONAL RESOURCE IN THE CORRECTIONAL PROCESS.

BY- BELL, PERRY B.
WASHINGTON STATE BOARD FOR VOCAT. EDUC., OLYMPIA

PUB DATE MAY 67

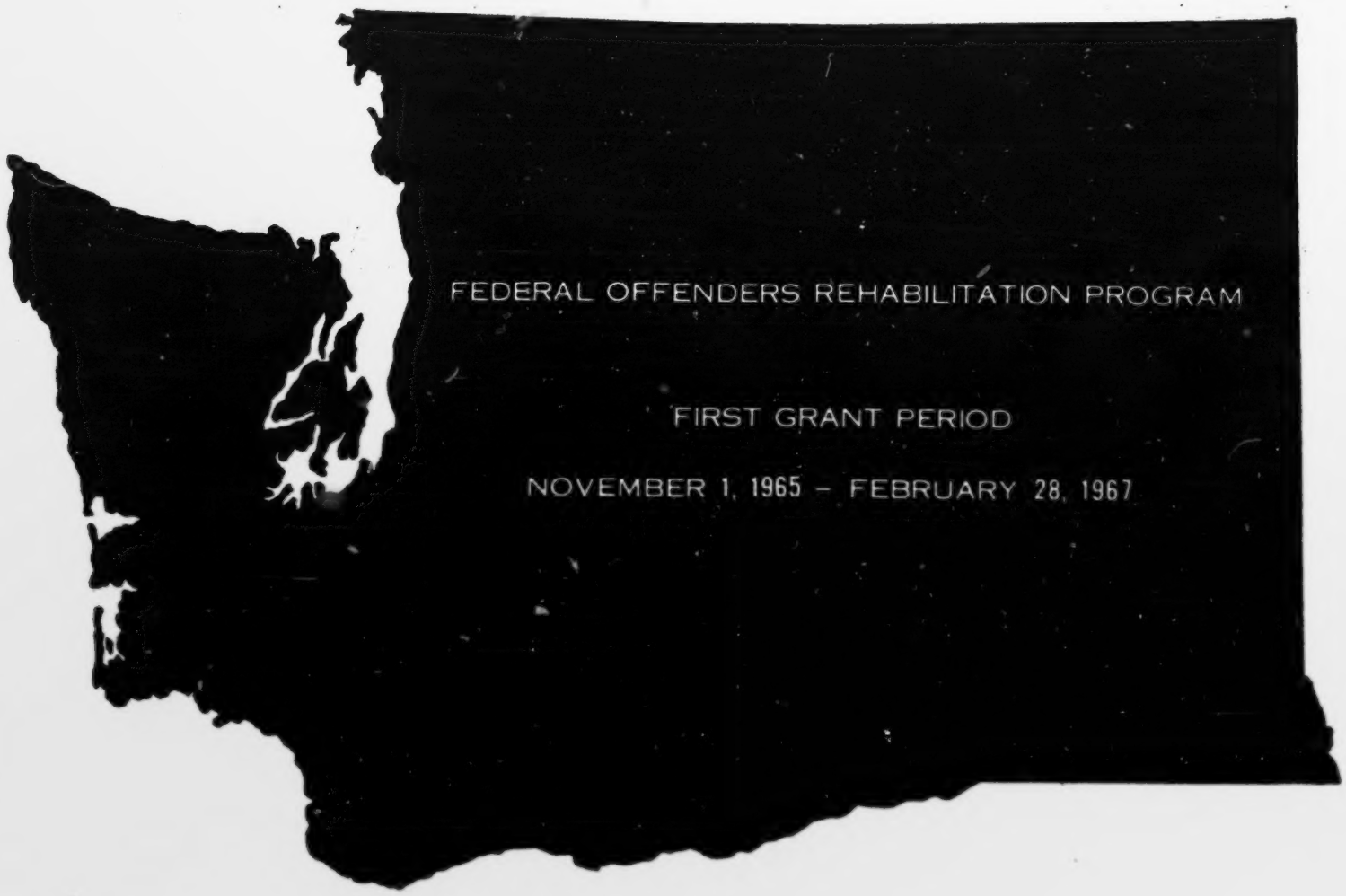
EDRS PRICE MF-$0.25 HC-$1.28 32P.

DESCRIPTORS- *VOCATIONAL REHABILITATION, *REHABILITATION COUNSELING, *REHABILITATION PROGRAMS, *CORRECTIONAL EDUCATION, *CRIMINALS, PAROLE OFFICERS, PROBATION OFFICERS, CORRECTIVE INSTITUTIONS, RESEARCH PROJECTS, STATE PUBLIC OFFENDER PROGRAMS, FEDERAL OFFENDERS REHABILITATION PROGRAM, GENERAL APTITUDE TEST BATTERY, OLYMPIA

TO ASSESS THE EFFECTIVENESS OF VOCATIONAL REHABILITATION PERSONNEL AND PROCEDURES IN THE CORRECTIONAL PROCESS, EIGHT INDIVIDUAL PROJECTS, COMPOSING THE FEDERAL OFFENDERS REHABILITATION PROGRAM, WERE INSTITUTED. THE PROGRAM IS FUNDED PARTIALLY BY GRANTS FROM THE SEVEN STATES INVOLVED AND PARTIALLY BY THE U.S. VOCATIONAL REHABILITATION ADMINISTRATION. AT THE CLOSE OF THE FIRST GRANT PERIOD, EACH PROJECT CONTRIBUTED PROGRESS REPORTS COMPRISED OF HISTORICAL INFORMATION, MAJOR PROBLEMS, EVALUATION, AND IMPLICATIONS FOR STATE PUBLIC OFFENDER PROGRAMS. SEVERAL OF THE PROJECTS, WHICH ARE LOCATED IN ATLANTA, CHICAGO, DENVER, PITTSBURGH, SAN ANTONIO, SEATTLE, SPRINGFIELD (ILLINOIS), AND TAMPA, MENTION COMMON PROBLEMS SUCH AS A NEED FOR READILY ACCESSIBLE FUNDS FOR CLIENTS WITH EMERGENCIES. SEATTLE AND DENVER SOLVED THIS BY UTILIZING A THIRD PARTY WHICH THEY SUBSEQUENTLY REIMBURSED WITH PROJECT FUNDS. SOME PROJECTS, NOTABLY ATLANTA, EXPERIENCED RELUCTANCE ON THE PART OF STATE OFFICIALS TO VIEW THEM AS PRIMARILY ENGAGED IN RESEARCH AND, THUS, TO APPROVE UNUSUAL INNOVATIONS. HOWEVER, IN TAMPA, WHERE CASE FUNDS ARE WHOLLY SUPPORTED BY THE FEDERAL GOVERNMENT, INNOVATIONS HAVE BEEN INSTITUTED, INCLUDING THE PROVISION OF $75.00 PER WEEK FOR LIVING MAINTENANCE WHICH PERMITS CLIENTS TO GO TO FULL-TIME CLASSES OFFERED BY TH PROJECT. EVALUATIONS WERE OPTIMISTIC, ALTHOUGH PRELIMINARY RESULTS WERE DISAPPOINTING. THIS DOCUMENT WAS PREPARED FOR USE AT THE FEDERAL OFFENDERS REHABILITATION CONFERENCE (DENVER, MAY 14-17, 1967). (PR)

ED012485

WASHINGTON STATE DIVISION OF VOCATIONAL REHABILITATION



STATE BOARD FOR VOCATIONAL EDUCATION
OLYMPIA, WASHINGTON
MAY 1967

CG 000 541

FEDERAL OFFENDERS REHABILITATION PROGRAM

A Collaborative Research to Study the Effectiveness of Using Vocational Rehabilitation Personnel and Procedures as an Additional Resource in the Correctional Process

A collection of reports of eight individual projects composing the Federal Offenders Rehabilitation Program; Atlanta, Chicago, Denver, Pittsburgh, San Antonio, Seattle, Springfield, Illinois, and Tampa. These reports were assembled by Percy B. Bell, Program Director, for the purpose of using as a basic document at the F.O.R. Conference to be held in Denver, May 14-17, 1967.

This research is supported in part by research and demonstration grants in each of the seven states and from the Vocational Rehabilitation Administration, Department of Health, Education, and Welfare, Washington, D.C.

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

GUIDELINES FOR REPORT ON FIRST GRANT PERIOD

It is intended that this report will help project and program personnel review the efforts of the past 16 months. This report should be a group effort, but if any individual wishes to send in other comments these are welcome.

I am proposing that we use the following outline in developing the report so that projects will be focusing their attention on similar aspects. We anticipate publishing these reports and circularizing them as a basic document prior to the conference. Statuses of cases will be reported separately; consequently, need not be included in this report. Case summaries by counselors for use at the conference will be requested separately and will not be included in this report.

Outline

1. Introduction - This should be a very short paragraph giving basic historical information about your project.

2. Major problems including solutions developed or being developed.

3. Evaluation of your project to date. I would like this to be an evaluation of the Executive Committee if possible indicating the types of frustrations and the major satisfactions of conducting this project.

4. Implication for State Public Offender Program. We do not think it is too early for each project to consider how the information being developed in this program might be applied to a State Public Offender Program now in existence, being planned, or suggested for consideration by your own State agency.

5. Other comments.

TABLE OF CONTENTS

		Page No.
GUIDELINES FOR REPORT ON FIRST GRANT PERIOD		ii
TABLE OF CONTENTS		iii
PROJECT REPORTS:		
Project	**Grant No.**	
Atlanta	RD-2078-G	1 - 3
Chicago	RD-2082-G	4 - 5
Denver	RD-2081-G	6 - 8
Pittsburgh	RD-2077-G	9 - 10
San Antonio	RD-2080-G	11 - 15
Seattle	RD-2079-G	16 - 19
Springfield	RD-2083-G	20 - 21
Tampa	RD-2086-G	22 - 26

ATLANTA FEDERAL OFFENDERS REHABILITATION PROJECT

Report of First Grant Period

I. Introduction

The Atlanta F.O.R. Project, under the Georgia Division of Vocational Rehabilitation, represents one of the original eight state agencies selected to participate in the Federal Offenders Rehabilitation Program. It was initiated on schedule on November 1, 1965 and following a staffing and adjustment period of four months during which caseload potential was estimated, the project was officially launched March 1, 1966. There have not been any obstructions of sufficient magnitude to consider withdrawal of this project from the national program at any time, and it is believed that the project continues to operate in fundamental adherence to the purpose and design for which it was created.

There have been no revisions in full-time staff or participant personnel to date. Recruitment of consultants was completed in March, 1966, and so far only one, in sociology, has withdrawn from the project.

Two members of the Executive Committee contributed to the F.O.R. Program in the early days of its inception. Of note is the Brewer Report: A Vocational Rehabilitation Study of Prisoners, Probationers and Parolees, Dr. Earl D.C. Brewer, Sociologist, Emory University, Atlanta, Georgia, 1964. Mr. John C. Carbo, Chief U. S. Probation Officer for the Northern District of Georgia, was instrumental in program planning during the meetings with VRA administrators held in April and December of 1963 at the U. S. Penitentiary, Atlanta.

II. Major Problems and Solutions

A. Problem: To establish the identity of the F.O.R. Project as a research endeavor and to divorce it from the concepts utilized in current service programs. Although approached separately, every responding member of the Executive Committee stated or implied that this difficulty lies at the crux of our other, or satellite, problems.

Solution: The revised Georgia State Manual of Policies, published February 17, 1967, contains the following insertions:

Exceptions to Established Eligibility Procedures

When Research and Demonstration Grants are accepted by the State agency, the terms of the grant itself are for application regardless of the policy of the State plan as provided by the use of Section 2 funds of the Vocational Rehabilitation Act as amended.

One of the common objectives of a Research and Demonstration Project is to test the feasibility of new approaches to the Vocational Rehabilitation of handicapped individuals. This will explain the deviations from established policy within certain research and demonstration projects.

These additions establish a legal basis for project identification and divorcement from current services, but in actual practice the problem still exists, and no effective solution has been devised. Perhaps intervention on a program level is needed. A composite statement from consultants and observers might be of tremendous value.

B. Problem: To secure freedom of authority in implementing innovative services.

Solution: This problem was solved in late 1966 through the involvement of top level state VR administrators including the Project Director in our Executive Committee meetings.

C. Problem: To establish group therapy under Plan A.

Solution: While the recruitment aspect of this problem has apparently been solved, primarily through the enthusiastic efforts of the Atlanta probation officers, progress is still stymied by an inability to reconcile a schedule of fees to a rate of pay required by consultant-therapists in order to make further commitment to the project financially feasible to them. This problem has necessarily been submitted for agency consideration and a decision is still pending.

D. Problem: To motivate control clients, particularly those not under release supervision, toward questionnaire completion.

Solution: The suggestion has been advanced that these clients be paid a small sum, perhaps $5.00, for submitting completed forms. Such payment might be drawn from "Other Expenses" and paid out of petty cash.

E. Problem: To create a mechanism to facilitate referral of clients to other community agencies and resources for maximal assistance with sociological difficulties.

Solution: The project is admittedly late in recognizing this deficiency. Orientation so far has been overwhelmingly psychiatric and psychological, due to the always desirable aggressiveness of the behavioral scientists on the Executive Committee, but now it is believed that this emphasis should be tempered by a growing interest in sociology.

III. Evaluation

A. Frustrations

1. Previously recorded as a problem, the difficulty in securing recognition of the project as a research endeavor has been so universally exclaimed by participants and consultants that it is again listed, this time as the major frustration. The consultants feel that project development is partially crippled, and the counselors feel threatened by competition with current service programs in the areas of flow-sheet statistics and casework production.

2. Both counselors have had previous experience in working with public offenders and are accustomed to disappointments in serving this clientele, but some of our case failures have been so sudden and dramatic as to be understandably frustrating after many rehabilitation services have been provided.

B. Satisfactions

In general these easily outweigh the problems and frustrations.

1. All project personnel have expressed tremendous satisfaction in the development of a forthright and dynamic Executive Committee composed of multidisciplined members.

2. It is the consensus of opinion that we have satisfactorily demonstrated that vocational rehabilitation staff and federal correctional personnel can work together in harmony toward common goals.

3. If case failures have occasionally proved discouraging, successful efforts far outweight them in terms of gratification.

4. The consultants have expressed stimulation by involvement with a segment of society heretofore largely neglected by psychiatry and psychology.

IV. Implication for State Public Offender Program

Georgia already has a highly developed program for the rehabilitation of youthful offenders, and plans have been laid for expanding services to include adult inmates and releasees of various State institutions throughout the next few years. It is anticipated that data, skill, knowledge and methodology developed by the F.O.R. Program will contribute significantly to State program future planning and implementation.

The F.O.R. Program has stimulated considerable interest toward providing rehabilitation services to federal inmates, releasees and probationers on a general program basis. In the event that behavioral disorder is universally adopted as a condition of eligibility for serving these clients, a program of national scope would appear to be necessary. One area of concern here is the problem of funding services to out-of-state federal inmates. It has been suggested that such a program might be financed 100% by federal funds.

V. Other Comments

The feeling seems to persist that the project is on the threshold of gaining much of the knowledge that it set out to attain, but it is also believed that many "blind alleys" are yet to be investigated before definitive goals can be reached.

The Executive Committee members are not of a single accord in all aspects of evaluation to date, but it is just this sort of professional contention that keeps the project alive and searching and an atmosphere of complacency remains foreign to the Atlanta activities.

CHICAGO FEDERAL OFFENDERS REHABILITATION PROJECT

Report of First Grant Period

The Chicago Federal Offenders Rehabilitation Project began November 1, 1965. As of the end of the first grant period, 36 women had been selected for intensive services. Of these, 25 are probationers and 11 are releasees from Lexington or Alderson. In the last eight months, they have been selected for intensive services at the rate of only one or two per month.

Personnel in the Chicago Project has been stable with no changes occurring.

As the project progressed, problem areas developed. However, none of these has interfered substantially with project operations. Problem areas include the following:

1. Need for a loan or petty cash fund.

2. Need for improved communications between project and program levels.

3. Civil unrest in poor neighborhoods making field work unsafe at certain times of the year in some areas.

4. Definition and understanding of a base line for innovative services.

5. Administration of G.A.T.B. outside of normal business hours.

A fuller discussion of these problem areas and developing solutions can be seen in the Progress Report for the grant period ending February 28, 1967. Observer's Report No. 9 by Walter Rest discusses innovative services.

Basically, operations of the Chicago Federal Offenders Rehabilitation Project have proceeded quite smoothly.

A congenial and cooperative relationship exists at all levels between the Chicago Probation and Parole Office and the Illinois Division of Vocational Rehabilitation. This relationship has greatly facilitated casework. A major satisfaction has been found in helping some clients through meeting their needs.

Most frustrations for the VRC are related to unsolved problem areas previously mentioned. For the P/PO who wants to see all clients get help, the selectivity by random means as essential to research design has been a frustrating limitation. Some women selected for intensive service do not need any help as they are well established vocationally and enjoy good emotional and physical health. Some women selected for the control groups need help very badly.

Another source of frustration for both the P/PO and VRC has been the futility of including MRW releasees in the project. Although most of them need vocational training and other services very much, the project has been unable to establish meaningful contact with a single one of them. Efforts have been made by both VRC and P/PO in each case.

Certain implications for the State Public Offender Program are suggested by results obtained so far.

The question arises, are federal offenders representative of the type of offender who violates state law? Federal offenders are not usually convicted for crimes involving violence and sex. Such crimes are nearly always state offenses. Some federal offenders do have a record of convictions for such charges in various states. The extension of the DVR Program to include state offenders, might not produce expected results as the rehabilitative agency would be dealing with a different kind of offender.

Another major contrast between working with state and federal offenders involves two different systems of supervision within the State of Illinois. Probation is handled at the county level. Parole is handled by a state agency. In neither case are there college level education requirements for the position of parole or probation officer. The federal system has very high educational requirements for its officers. The VRC would have to work closely with the local probation and state parole officers in planning for the client's rehabilitation. This contact will be considerably different from that with federal probation officers highly trained in social work.

At the present time, a program of in-service training is being reinstituted for state parole officers. Training officers from the Federal Probation and Parole Service have been asked to act as consultants in this program.

Any future planning for a statewide rehabilitation program for offenders should include a period of intensive training for the DVR counselors and supervisors to be involved. This training should be designed as to dispel some of the misconceptions held about criminals and the field of corrections by laymen.

It should include visits to local county jails, state and federal penitentiaries, making the rounds with a probation officer, visits to criminal court, discussions with those who administer programs such as St. Leonard's House, a halfway house for men, the John Howard Association, and most important, talking informally and eating with parolees and probationers in a setting as provided at St. Leonard's House. The VRC, who is after all a layman in the field of corrections, will quickly lose his naivete as he begins to break down the intangible barriers which delineate "them" from "us". He will begin to realize that the most formidable of barriers are built in men's minds.

Offenders are the proper object of DVR help. To put in on strictly a practical basis, a vocationally rehabilitated offender is one who contributes to the economy, instead of draining its resources, thus forcing other contributors to work harder.

The Illinois Division of Vocational Rehabilitation is definitely planning on a program to serve the needs of all eligible offenders in the near future. Selected service programs are already in operation with three state institutions. The basic limitation or factor which may preclude substantial success with all offenders is the application of prevailing rules and regulations. Significant changes in policies, economic need tests and interpretation of "disability" will necessarily have to occur before substantial progress can be made.

DENVER FEDERAL OFFENDERS REHABILITATION PROJECT

Report of First Grant Period

I. Introduction

The Denver Federal Offenders Rehabilitation Project started on schedule November 1, 1965. Its initial purpose was to study the pre-sentence cases from the Probation Office and institutional pre-release cases from the Federal Youth Center at Englewood, Colorado (Plan C). However, due to the many unanticipated problems with the pre-sentence procedure, the research design was modified and Denver was designated to study Plan A cases, i.e., probation, parole, M.R., and M.R.S. cases assigned to the Probation and Parole Office as well as a part caseload of Plan C cases.

The majority of the caseload is currently composed of cases under Plan A. The vocational rehabilitation counselor and clerk-stenographer are located in the Federal Probation Office, where they enjoy a close working relationship with the probation staff.

The personnel of the Denver Project remain relatively unchanged. The only additions to the staff were Mr. Buswell and Mr. Kinnear who have been assigned as caseworkers at the Federal Youth Center. Our first observer, Mr. Stuart, graduated from Colorado State College in June of 1966, and was ably replaced by Mr. Gayle Lackey who is also attending Colorado State College, working on an Ed.D. in vocational rehabilitation counseling and psychology.

II. Major Problems

Because of the unique nature and development of this project, several problems arose of equally unique consequences. Some of these have been resolved, while others continue to exist.

One of the problems which presented itself, initially, and with which we are still confronted, is that of gaining some type of uniformity in our reporting procedure with that ot the State Vocational Rehabilitation Program.

In June of 1966, soon after the Federal Offenders Rehabilitation Project started, VRA initiated the R-300 for reporting case statuses. Along with the R-300, VRA receives reports periodically regarding status changes, extended evaluation, etc. At this time, the Denver F.O.R. Project attempted to bring all our clients under the State program and include them on the State roles. Operationally, this was not compatible with State policies and, therefore, this idea was abandoned.

With the recent interpretation of the new VR legislation, most of the F.O.R. cases are eligible under the criteria for handicapped. Therefore, the more recent cases are being included as being eligible for general rehabilitation assistance and have been added to the State program roles. The project counseling position has become one of dual roles, in which an attempt is made to bring into harmony the differences in operating procedures between the State agency and the F.O.R. project (e.g. differences in termination of fiscal periods, etc.). This is a very complex problem and one which has not been resolved in a satisfactory manner.

Another problem which presented itself in the early stages of the project was securing emergency funds for clients in emergency situations. Our regular procedure involved requesting funds through the State fiscal office, who submitted authorizations to the State accounts and control office, who in turn would issue a check which usually took from seven to ten working days. By the time the client was provided assistance through this procedure, it was usually too late to be of any consequence. We are very fortunate to have at our disposal an agency of the United Fund, the Colorado Prison Association, which was chartered in 1885 as a prisoner's aid society. This agency's duties are many and varied. They were able to provide emergency funds to us and, we in turn, would authorize payment for services directly to them. We have called on Mr. Richard F. Lambert, the Executive Secretary of the association, on numerous occasions and he has always been able to bail us out on very short notice.

Another major problem was the coordinating of time to administer all the F.O.R. data forms on the pre-arranged time schedule. This was satisfactorily resolved by requestion permission from the F.O.R. Program headquarters to mail questionnaires on due date. Therefore, modifying to some degree the original research design. It was initially arranged for the questionnaires to be administered in a consistent manner throughout the population. Since the Denver Project covers the entire State, it seemed almost impossible to meet the time schedule with the two different plans.

Probably the most important single problem we have faced without resolution in the Denver Project is our lack of measurable success with the younger offender. These are the cases assigned as eligible from the Federal Youth Center and some of the younger probation cases received from the Denver Probation Office. This is the most important segment of our caseload, and also the most difficult with which to plan. We find that we have gained some knowledge and insight into these cases with the assistance of our project consultant, Dr. Barker. However, this is an area in which we feel much more emphasis will have to be placed in future studies.

III. Evaluation of our Project to Date

In evaluating the success or failure of the Denver F.O.R. Project, it is felt that we have to look beyond simple the success or failure of our clients.

With the many and varied services available to our clients, ideally we should have no failures. Realistically, we know that this is not possible, and we have had our share of frustrations.

However, success probably should not always be measured in terms of whether or not an individual might be reincarcerated, but rather in terms of has there been any change in his prior anti-social attitudes, and how this change has been effected by and through the combined efforts of all those involved in the research project.

Hopeful, by the end of the grant period, the combined research efforts of the project will formalize appropriate avenues by which we will be able to assist these clients to become more useful and productive citizens.

One of the most tangible successes of this project, it is felt, is the cooperative bond that has developed between the State Rehabilitation Department, the Federal Probation and Parole Office, the Federal Youth Center and

and other private and community agencies; employers and other interested persons.

It is felt that the overwhelming acceptance of the F.O.R. Project by all concerned shows a definite need and understanding of this type of service in the field of corrections.

Some of the aspects of the research design have at times been a limiting factor in the utltimate success. However, all of the project participants have come to accept the research demands, realizing the importance and knowing the ultimate result of the project will be improved service to the correctional clients.

IV. Implication

Colorado has, for many years, worked with various types of crimnal offenders. In the State Plan projection over the next five years, it has been anticipated that an extension of the F.O.R. Project will be a permanent part of the rehabilitation division. This will include an increased staff and rehabilitation services. The valuable information being gained through the project will be invaluable when the time comes for us to increase our service to the entire field of corrections in Colorado dealing with the various groups of public offenders.

PITTSBURGH FEDERAL OFFENDERS REHABILITATION PROJECT

Report of First Grant Period

Pittsburgh is the site of one of eight projects throughout the United States that was selected to participate in the nation-wide study. The office is located in Room 718, U. S. Post Office & Court House, Pittsburgh, Pa. 15219. The purpose of the program is to test and demonstrate the effects of providing intensive rehabilitation services to federal offenders.

The staff includes a Project Director, rehabilitation counselor, consultant, observer, and a stenographer. The first grant period covered sixteen months, November 1, 1965 to February 28, 1967.

Our assignment was with the post-sentence stage of the correctional process.

During the first period, 50 male probationers and parolees were randomly selected for the intensive service group, and another 118 federal offenders were assigned to the control group which was to receive questionnaires only, and no actual rehabilitation services.

In the process of running the project according to the Federal Manual and the State Plan, several problems occurred. The Pittsburgh Project began officially on November 1, 1965. However, due to a change in personnel, it did not start functioning as a unit until February 4, 1966.

Early counseling included discussion of innovative services, but this had to be revised as our budget did not include this type of service during the first grant period. The Harrisburg Bureau of Vocational Rehabilitation Office has notified this office that arrangements are being made with the Vocational Administration for amending this part of the plan.

Also, we had to get adjusted to a new type of case in Pennsylvania as rehabilitation services were now being provided clients who did not have an identifiable physical or mental disability. However, they do have many social problems which need to be resolved. This is usually at a slower tempo.

Counseling has been directed towards identifying the client's needs and the availability of project services; encouraging family participating especially in the case of the young offender; and discussion of appropriate behavior in order for clients to become useful citizens.

During the first year psychometric testing was provided for 23 of the 50 intensive service group clients. Twenty-four men have not, as yet, seen the need for testing. Three men couldn't be contacted as they were in jail during the 60-day waiting period.

Of the 23 tested clients, four are now attending college with goals as a journalist, a physics teacher, a history teacher, and a personnel man; five are in vocational training for barbering, being a beauty shop manager, a welder, an auto body repairman, and a draftsman; and two have had physical restoration - herniorrhaphy and back surgery.

Out of the 12 remaining clients who have had a vocational appraisal, some need further counseling to understand the need for training, and the others are given counseling and guidance towards job upgrading or job placement. Personal contacts are being made with both private and public employment agencies for suitable work.

A lot of assistance has been obtained from the various community agencies. The State Employment Service group has been most helpful concerning the G.A.T.B. testing and with the M.D.T.A. training. The necessity of having the G.A.T.B. for each client in the program is very much understood, but many of the clients are employed during the same hours that the employment service is open. There has been a discussion several times about evening appointments, but as yet this has not been effected.

The counselor has found that cooperation with the Department of Public Assistance has worked to the mutual advantage of the clients and the project.

Collaboration with the U. S. Probation Office has been very rewarding in every respect. Pertinent data is freely exchanged. The project has been given a separate office with new furnishings. Counselor has aided the probation officers with referrals to the regular Bureau of Vocational Rehabilitation Program.

The Pittsburgh police have provided us with information and assistance as the situations warrant. However, the smaller communities continue to impose heavy fines and offer very little help with the youthful offenders.

Implications for the State Public Offender Program

Although it is somewhat premature to analyze and anticipate the final results from the F.O.R. Program for definite consideration in State planning for the Public Offender Program, certain phases need to be scrutinized closely.

1. Should the questionnaire procedures be considered or can they be utilized through notification?

2. Should we consider the public offender, per se, as being eligible for the general program services?

3. Should we start planning on the development of procedures to include family members in the total rehabilitation plan?

4. Should we consider the submission of proposed legislative amendments to include public offenders?

We have initiated and have certain plans for the expansion of the Public Offender Program during the next four years. These include a new rehabilitation unit within a State correctional institution; the possible expansion of these units to five other State correctional institutions; the assignment of counselors to State correctional institutions as a preliminary step to the establishment of a complete unit; the assignment of counselors to work closely with all county prisons and jails, the juvenile court judges, the county probation officers, and the Board of Parole field agents.

We are certainly looking forward to the final results of the F.O.R. Program as to how we can implement any new techniques to improve our State program.

SAN ANTONIO FEDERAL OFFENDERS REHABILITATION PROJECT

Report of First Grant Period

I. Introduction

The San Antonio F.O.R. Project was implemented with the employment of a counselor effective January 1, 1966. Although somewhat late getting started when compared with other projects, we quickly developed local operating procedures and started our initial client interviews on January 17. From this time on, we were gradually able to expand until we reached the maximum authorized case load. Generally speaking, the project has gone much smoother than expected. Since the Project Director, Mr. Louis G. Corenblith, was located approximately 80 miles from San Antonio at Austin, he was replaced by Mr. E. H. Stendebach, the San Antonio Area Supervisor, following completion of the first year. There have been two changes of incumbents in the observer position and one in the secretary position. One of the former observers resigned in order to become our new counselor-aide (we call him a caseworker). We feel that we have a good project and that it is progressing very well at present even though we would like to have more rehabilitations.

II. Problems and Solutions

A. Lack of Client Understanding and Acceptance

Clients had difficulty from the first understanding and accepting our services. This was due in part to cultural differences (the majority are Latin-Americans) and the fact that so many do not trust others. This has been solved in part by going all-out for the client and continuing to work with him, and if available, his family. Additionally, we are continuously on the alert for opportunities to serve the client and emphasize to him our deep concern for his personal welfare.

B. Failure of Clients to Keep Appointments

A high percentage of our clients habitually fail to keep appointments. This includes all types of appointments such as those for the initial interview, the G.A.T.B., the general medical, and such things as counseling, training, and placement. We have solved this in part by being persistent and insisting that clients follow through. We customarily give new appointments by mail or write the client concerned to call in and make a new appointment. If he fails to respond to our letters, we visit him and his family. Our experience has usually been that if we try hard enough and frequently enough, we will eventually be successful. We must admit, however, that there are exceptions. Additionally, some clients will always have to be given several appointments for everyone kept.

C. Lack of Time for Counseling

Many clients, especially those employed, frequently state that they do not have time to report to the office or meet with the counselor in their homes. This problem has been solved in part by the counselor agreeing to meet them in the evenings and on Saturdays. Additionally, a caseworker (counselor-aide) has been employed part-time (32 hours per week) to visit clients and their families outside the office. He is a trained social worker and has

accomplished what we believe to be impossible in many instances. His ability to speak Spanish is a real asset and one required for success with our Latin-American clients. We have found that he can frequently accomplish more by visiting in the evenings and on weekends than at any other time. We feel that the funds used to employ our caseworker have and will continue to pay larger dividends than any of our other innovations.

D. Inability of Clients to Select and Follow Through with Long-Term Vocational Goals

Many clients have never continuously followed through with any type of training or work. They think in terms of immediate rather than long-term goals. The majority change employers and types of employment frequently. When counseled concerning a vocational objective, they will frequently attempt to select it on the basis of some insignificant consideration or say, "Anything you suggest is OK." They may not agree to select a vocational objective until after we have worked with the client and his family extensively. We have solved this problem in part by intensive counseling and through the use of what we call our "Social and Work Adjustment Plan." In this type of plan, we show the objective as "Social and Work Adjustment." The major initial service will often consist of counseling and guidance only. As we progress with the client, his plan will be amended as appropriate to provide the services he needs to make a satisfactory social and work adjustment. The use of this plan will enable us to meet the minimum six-month requirement and close out a case quicker than would otherwise be possible. It should also increase the total number we are able to rehabilitate.

E. Inability of Project Personnel to Provide Services to Controls

Our controls frequently report thinking they may be eligible for vocational rehabilitation services under the Federal Offenders Rehabilitation Project. Individuals who were friends in the institution may report the same day and compare what they were told after leaving. They find it hard to understand why one is offered services under the counselor and the other is not. Although we have not solved this completely, we have decided that the best approach is to explain the research design in terms understandable to both types of clients and request that they cooperate in the project. They usually agree to this. Controls asking for services are told that they may make application under the regular Rehabilitation Program and where to do this.

F. Difficulties in Rehabilitating the Narcotic Addicts

We estimate that at least 60% of our clients have been involved as either users or sellers of narcotics. Most users also sell to support their habits. All steal. We feel that once an individual returns to narcotics, we must first cure him if he is to be rehabilitated. When a client is suspected of using narcotics, we have adopted the policy of trying to get him to admit this after which we arrange for his voluntary commitment and hospitalization. Mr. Alvarado, our caseworker (counselor-aide), is extremely effective in establishing rapport with these clients and persuading them to admit they are using narcotics. We plan to emphasize this more in the future. Additionally, we are cooperating with a local project concerned with the treatment and cure of narcotic addicts.

G. Extra Heavy Work Load

We have found our average client, especially the narcotic addict, to be extremely dependent. He will either not cooperate at all or when coop-

erating expect the counselor and caseworker (counselor-Aide) to do everything for him. This not only includes the thinking required to solve his problems, but such things as assistance with transportation, letter writing, housing, traffic violations, family relationships, illness, debts, legal matters, and personal money needs. His needs are immediate and he feels that if we really want to help him we should drop everything else and solve his problem at once. If we fail to meet his immediate needs, he refuses to cooperate. Since we have been very persistent in attempting to secure and hold the client's confidence and cooperation, we find that we have been doing many things for him that a regular client would normally be required to do for himself. All of this, of course, has resulted in a very heavy work load. Additionally, we go all-out in thoroughly documenting everything we do. Although this results in increasing our clerical work, we feel that the benefits to be received in the way of research data, justify what we do. Our efforts to solve our work load problem have included organizing and utilizing out time in the most effective manner possible. We have under consideration a plan to revise funds for clerical help and a full-time rather than a part-time caseworker (counselor-aide).

III. Evaluation of Project to Date

A. Major Satisfactions from Conducting Project

1. We appreciate the administrative, financial, and other support received from our State agency officials, the Program Director and his staff, and the Vocational Rehabilitation Administration. This has been a highly significant morale maintenance factor.

2. We have found the project to be very challenging, and therefore interesting, both from an operational and research point of view.

3. We recognize and appreciate the opportunity available through the project for professional development and advancement.

4. We are happy to be a part of the overall F.O.R. Project and to have the opportunity to exchange observations, opinions, and findings with personnel in this and other projects.

5. We are learning and expect to gain a much broader understanding of the overall crime and corrections problem, both from the standpoint of the general public and the various disciplines involved. This gives a feeling of accomplishment.

6. We have an opportunity to experiment with innovations. These may enable us to develop improvements with much broader application than now recognized.

7. We have the satisfaction of helping to solve some of our most serious social problems.

B. Types of Frustrations

1. We find it frustrating not to have at hand,tools that will result in the rehabilitation of a higher percentage of narcotic addicts.

2. Project employees find it difficult to maintain high morale in making placements when so many clients are fired due to failure to report to work or for other negligent actions. Once an employer fires a client, we are embarrassed when trying to place another offender with him.

3. It is difficult to sell a reluctant trainer or employer on a client whose response to our counseling contacts has been poor.

4. The morale of project personnel may suffer at times as the result of continued failure with some clients.

5. Project personnel may at times feel that they are working in a "fish bowl"; all actions taken are subject to careful observation and analysis; complete justification may be required.

6. Since many personnel with different backgrounds and representing different disciplines are involved, it may be hard at times to decide and follow through with a course of action acceptable to all concerned.

7. There has been considerable lack of understanding concerning the need for and functions to be performed by the observer.

8. Employees of the Division of Vocational Rehabilitation have had conflicts in first selling themselves and second others on innovations in conflict with the regular State Vocational Rehabilitation Program. The fact that the counselor is located in the same building and on the same floor with other counselors has not helped in overcoming this type of frustration.

9. There have been both advantages and disadvantages in the use of a counselor not previously experienced in the regular State Vocational Rehabilitation Program. The major advantage is that his thinking has been influenced less by regular State Vocational Rehabilitation procedures followed in the past than would have been true with an experienced counselor. The major disadvantage is that in addition to learning F.O.R. procedures and making plans for compliance therewith he concurrently had to learn and comply with State procedures.

10. We have been extremely disappointed as a result of our inability to declare any client rehabilitated so far. It appears that much more effort and time will be required than we had hoped. We feel, however, that the time requirements are going to be greatly reduced since implementation of our "Social and Work Adjustment Plan." We have some very good rehabilitation prospects on our active caseload at present.

IV. Implication for State Public Offender Program

A. Project personnel can and have been used in the orientation of counselors to work with the regular State Offender Program.

B. It is not practical in the regular State Offender Program to pursue and seek to provide services to poorly motivated clients to the extent being done in our F.O.R. Program.

C. State offenders with a history of narcotic addiction should not be provided vocational rehabilitation services unless they agree to periodical medical checkups as needed to determine if they have remained off narcotics.

D. State offenders placed on probation can be expected to cooperate in their rehabilitation much better than prison releasees. Our observations are that the more time spent in a Correctional Institution, the more difficult it is to secure the client's cooperation.

E. In order to get the most for the State's rehabilitation dollar, our State should screen carefully those considered for rehabilitation services, giving preference to young offenders with limited criminal records over older addicted individuals with a long record. Data from the overall F.O.R. Program should be utilized in developing the necessary selection criteria.

V. Other Comments

A. We have found that a trained caseworker can perform a very worthwhile service in working with offenders, especially those from an ethnic group different from that of the counselor. We have also found that a counselor working with Latin-Americans should be able to speak Spanish.

B. We are not sure as to how far the counselor and other project employees should go in making themselves immediately available (frequently during off-duty hours) to impulsive clients who do not keep appointments. We may have been "going overboard" in our efforts to maintain contact. Does this increase or decrease our ability to rehabilitate? We hope the research staff can answer this question after all data has been analyzed.

VI. Please keep in mind that the above comments, generally speaking, are highly subjective; also that our thinking is continuously changing as we get more experience with this project.

IRA:lmr

SEATTLE FEDERAL OFFENDERS REHABILITATION PROJECT

Report of First Grant Period

I. Introduction

This report will cover project activities in the Seattle area as opposed to the research activities of the F.O.R. Program. The Seattle Project started serving clients immediately following the Chicago Conference, November, 1965, and has operated continuously with one counselor in Plan A and one in Plan C. A short break in complete service did occur. Following an accident the Plan A counselor was off duty two months during this period. Continuity was maintained through the Clerk-Steno and the Plan C counselor. The Plan A counselor is in the U.S. Probation Office and the Plan C counselor is at the Orpheum Building with other rehabilitation activities.

II. Major Problems

A. Providing Innovative Services to the Families of Clients

Early in the project activities it was noted that one of the major needs of working with this type of clientele was to provide service to the whole family rather than just to the client himself. Since our Research Program was to determine the needs of the client and to provide these needs if such needs were not obtainable through other agencies, we did begin serving the whole family. This, of course, had not been done with other rehabilitation clients in other programs; consequently, there was considerable opposition to providing this sort of service for our clients. It was finally cleared after we prepared an addendum to our research design which specifically covered this area of service.

B. Providing Immediate Assistance

In working with this clientele, it was found that the frustration level is very low and if a client does not see some concrete evidence of the services that are being discussed with the counselor, he does not long stay with the program. A rather small percentage of cases has to have emergency maintenance in cash immediately. Although this percentage is less than 10% in the cases where this is necessary, a provision of immediate assistance is crucial. If this need is not met the chance of recidivating is great. Since the state fiscal offices are in Olympia and the clients for the large part are in Seattle, it was not physically possible to make arrangements for cash advances or incidental maintenance funds. After thorough consideration of this problem, it was finally determined that if these services could be provided by a third party the agency would be able to reimburse that party for services provided. We finally made an arrangement with the First Avenue Service Center, which works with ex-offenders, and the problem apparently has been resolved.

C. Establishing and Maintaining Contacts with the Clientele

Since the research design calls for the counselor to furnish the initiative in locating and maintaining contacts with the clientele in this study, clients are not written off just because they do not answer correspondence or request service. The Plan A counselor finds it very difficult to establish the first contact with the client, but he has further found that once this contact has

been established he does not have a great problem of maintaining the contact. The reverse is true with the counselor in the Plan C operation since he first establishes contact with the client in the penitentiary. However, even though contacts have been established, occasionally these same persons do not maintain these contacts when they are free from the confining walls of the penitentiary. The problem has not as yet been resolved; however, we are planning to employ a counselor-aide and are hoping that this will provide a connection which can help establish rapport.

D. Payment for Legal Consulting Services

This was a problem which was rather unexpected. We had assumed that since we could provide other types of consultation services for our program that we could also provide legal assistance in the same fashion. However, there is a state law which requires that legal consultation services for State agencies be approved by the Attorney General. We were able to get the Attorney General's approval for the services which we had already provided, but there are still some areas of this type of service that we need to have clarified. We have been able to provide service to clients through court-appointed attorneys in some instances. We are not sure how adequate this will be for future requirements.

E. Payment of Consulting Fees to the University of Washington Staff

The University of Washington is a State institution and an opinion has been given that it is illegal for the project to pay for the University of Washington staff for assisting us in a consulting capacity. We have, therefore, had to establish an arrangement through a third party (The Atlantic Street Center) for providing consultation services which might otherwise be handled directly with the University of Washington staff.

F. Accounting Problems

Under present State conditions it has been difficult to maintain a close relationship with the Fiscal Accounting Department. It is very difficult to obtain an adequate statement of the status of our funds. The project itself is not interested in setting up an accounting system which would provide us up-to-date information. I have had assurance from the Fiscal Department that a reporting system may be worked out. This we will attempt to do in the very near future.

G. Conflicts with State Plan of Operation

The concept of innovation of services has conflicted in some instances with the usual operation of the State Plan. Resistance at the State administrative levels was largely overcome when the Assistant Commissioner for Vocational Rehabilitation wrote a letter stressing the fact that Research and Demonstration Grants under Section 4 of the Vocational Rehabilitation Act do not need to meet the same requirements for expenditures as those provided under Section 2 and 3 of the Vocational Rehabilitation Act.

H. Giving G.A.T.B. Tests

The giving of the G.A.T.B. battery is a standard requirement of the research design, but there has been considerable resistance to following this as a

routine requirement. To require this test sometimes may hamper other aspects of the counseling relationship. This problem has not been resolved and is under study at the present time.

I. Commuting Area

There is considerable evidence that the commuting area is too large for efficient service. However, because of the nature of the research itself in dividing the clients into three groups,it is determined necessary that the commuting area be retained as it is even though it causes some inefficiency in counselor activity.

J. Rules Surrounding Purchasing

The State requires that all purchases be made with the approval of the Purchasing Department. There have been a number of problems connected with this that have not been completely resolved. This has resulted in counselor and other staff annoyances and restrictions. An example of the type of problem is this: Counselor and the client will make numerous preliminary inquiries regarding types of equipment for specific uses in order to give an adequate description and estimate of cost to the Purchasing Department. The request must then be processed by the Purchasing Department. This involves requesting official bids, a review of the bids, and after a matter of several weeks, the acceptance of one bid and the purchase made. Such delays test the client's low frustration level to a dangerous degree.

III. Evaluation

At this stage of the research, the evaluation can be only in terms of impressions; valid statistics will come at a later date. Preliminary experiences lead us to believe that methods being tried and developed through this project may be helpful in serving offender clients. In order for methods to be developed which may allow us to predict which clients will prove successful and which will not, it continues to be advisable that all eligible clients be provided an opportunity for service. We feel also that the initiative for providing this service cannot rest with the client, but there must be a persistent effort on the part of all persons coming in contact with the client to motivate him to accept services that may be available.

We believe that employer resistance in hiring ex-cons is pervasive and subtle, but this resistance can be reduced to a small percentage when the vocational rehabilitation counselor, who accepts the client at face value, has a chance to analyze his aptitudes and abilities, and make a realistic direct approach to the employer on his behalf.

In providing counseling with this clientele the role of "significant others" must be carefully considered. This may include paramours, close men and women friends, and certainly members of the immediate families.

Where a family is involved, we believe that it is imperative that services be available not only to the client, but to the immediate family. Although we did follow this concept throughout the project, acceptance of it at State fiscal levels was not easy. It was finally necessary to prepare an addenda to specifically include this in our research design.

IV. Tentative Implications for Vocational Rehabilitation Offender Programs

As programs are developed for the offenders through the regular federal-state program, it is believed that special counselors should be assigned a separate caseload of offenders if this clientele is to receive the attention that appears to be necessary. Normal caseloads are so large it is easy to delay service until it is too late. Contacts need to be made as soon as possible. Preliminary experience leads us to believe that counselors should commence counseling within the institutions. However, there is strong feeling that the counselor that works in the institution should be on assignment from an agency such as the Division of Vocational Rehabilitation rather than a staff member of the institution, and that his principle office, where possible, should be outside of the institution.

The Division of Vocational Rehabilitation in Washington State recently signed an agreement with the Department of Institutions which contemplates a rather large public offender program. In order to assure close liaison with the Federal Offender Rehabilitation Program the State Supervisor of Correctional Rehabilitation is serving as a member of the F.O.R. Executive Committee.

V. Other Comments

Within the State of Washington there is a lively interest in the changing concepts in corrections. There is considerable support both in public and private agencies for emphasizing rehabilitation rather than punishment in corrections. The Seattle F.O.R. Project is attempting to capitalize on this emphasis.

SPRINGFIELD FEDERAL OFFENDERS REHABILITATION PROJECT

Report of First Grant Period

The Springfield F.O.R. Project is approaching the midpoint and a look back enables one to envision a rewarding rehabilitative future in services for the public offender. But the future positive returns should be greatly compounded because of lessons learned from the past. The growing pains for the Springfield Project have included a turnover of three Clerk-Stenographers; two casework supervisors and the services of both a Director and Assistant Director to a greater extent than was initially anticipated; the adjustment of the Observer's schedule, his unavailability for substantial periods of time, to accommodate the Project needs; the orientation and training of the counselor; moving of office facilities from the Federal Probation Office to a central State leased building.

An unusually high level of cooperation has been experienced between the Probation and F.O.R. personnel. It was with considerable thought that the decision was made to reduce the Project's geographical territory, thus eliminating a branch Probation Office for future eligible client selections. Initially, the Springfield Project covered approximately one-half of the geographic area of the State. This has been reduced to one-third of the original area or approximately one-sixth of the geographical area of the State.

Immediately relating to the geographical size is the question of administering the F.O.R. questionnaires to the clients. It has been frequently necessary to resort to mailing these to the clients and attempt to experience a high degree of cooperation in this way. This facet of the F.O.R. Project becomes a percentage factor due to the clients being inaccessible, uncooperative or other considerations.

Scheduling of clients to take the G.A.T.B. at the Illinois State Employment Service Office has not always been practical. Frequently, the selected intensive client in the Springfield Project (a Plan B Project) is already employed at the time of contact by the counselor. For him to take time off from the job may jeopardize such employment, or work some severe hardship financially to lose half a days pay for the purpose of testing - especially when the client has nothing to gain as he sees it. A number of client's I.Q. is so low that the G.A.T.B. cannot measure in a meaningful way the potential of the client to be vocationally rehabilitated to function productively in our society. Consequently, a private testing administrator has been utilized on a contractual basis. Test results are sent to Project Headquarters in lieu of the G.A.T.B.

A further problem encountered earlier in the Project was the need for additional funds to assist a client through a crisis. A partial solution of this was utilization of a short-term loan fund from the Alumni Association of the Illinois Braille and Sight Saving School which is administered through a Division of Vocational Rehabilitation staff employee. Such a loan fund is reimbursed through the usual authorizing-vouchering process, charging such amounts to client services. This approach does enable the counselor to provide funds promptly to the needy client.

Occasionally, it has been necessary to intervene between the client and landlord or client and public utility company, negotiating with such a third party and persuading them to accept via State invoice vouchers means payment of a client's indebtedness.

Intensive clients who have violated Parole/Probation and are in custody or incarcerated continue to be a real source of frustration from the standpoint of providing rehabilitation services. What can be done at this point in time in a meaningful way? How can the counselor find the time to devote the time and services to this client and innovate meaningful services to him? The F.O.R. questionnaires and their relevance in this situation must surely be held in question: How is the counselor justified in devoting any extensive time at all to their administration?

Some of the early selected intensive clients who were incarcerated will soon be eligible for parole. When this happens, the Plan B feature of this project will become Plan A, but with this difference: The F.O.R. services can be injected into the pre-release and parole plan considerations. What difference will it make if any? What kind of consideration, cooperation and innovative imaginative services will be demonstrated by institution personnel? Much of this will depend on the counselor's ability to establish rapport with the particular institutional personnel.

One of the problems for this project is based on limited resources in the area of employment openings for some clients due to the client's records; evaluation facilities for some clients and consequent coordinated job placement services; being able to motivate the client to utilize what skills and knowledge he does have for employment and/or training.

We feel confident that the successful adjustment of a number of intensive clients can be directly attributed to the services received from the F.O.R. Project. The implications for a State Public Offender Program are most positive and present a good prognosis for success.

A proposal for a special project with significant implications is now under study and consideration by the Chief Probation Officer in East St. Louis, Illinois. Basically, the proposal centers in the provision of services by a vocational rehabilitation counselor functioning exclusively in the correctional field.

The proposal would be funded by a cooperative VRA-State agency grant. The proposal would involve a close and strong cooperative effort by the Federal Institution at Marion, Illinois; the U.S. Probation Officer in East St. Louis; the local Division of Vocational Rehabilitation staff and central administration of the Division. A study of the geographical area and the number of potential cases is in process to provide additional justification for the establishment of the project.

TAMPA FEDERAL OFFENDERS REHABILITATION PROJECT

Report of First Grant Period

I. Historical Information

In January of 1966, the regional and federal offices of VRA contacted the Florida State Office to ask if they would replace the F.O.R. Research Project for the State of North Carolina. A meeting was set up with all interested participants, and it was agreed that Florida would start a project and the date for beginning was set as March 1, 1966. This was four months after the other states had originated their research projects. Of course, then it was necessary to assign a counselor and a secretary to this project and get office space established with the Federal Probation Office. There was much confusion and many frustrations in the first two or three months. Consultants had to be secured, programs established, and routines set up.

The first year was spent in trying to really establish a program, understand the philosophy of the research design, and build up a caseload. We feel that now we are really in the position to go and although we are literally four months behind the other projects, we are rapidly catching up. This next year should be one of great interest and should really contribute to the research design.

II. Problems and Solutions

A. Type of Clients

When the Federal Offenders Rehabilitation Project was first outlined to the Florida Division of Vocational Rehabilitation, it seemed like a rather routine type project. We thought it would fit into our regular program without too much adjustment on our part. Nothing could have been further from reality. One of the greatest adjustments was the psychological adjustment of the counselor to the understanding and working with federal offenders. From our standpoint, he seems to be a different breed of client.

Most all federal offender referrals are employed, and some have substantial incomes. Many are not interested in upgrading themselves or changing jobs. They don't want the counselor "bugging" them on the job for most of their employers do not know of their record. The counselor must be a salesman.

Most of our Federal Offenders Rehabilitation clients have a low ego-image. Although they give positive lip service, they react quite negatively to counseling. This causes the counselor no end of frustration. Unkept appointments with physicians, employment service for General Aptitude Test Battery, and counseling interviews are evidence of low motivation.

After an interview, the counselor may give the federal offender two or three good job leads and ask him to go check them out. Later, the counselor discovers the federal offender did not even call on the employers. This usually is because the federal offender thinks so little of his ability, he talks himself out of even trying for the job. We thought we had about everything going for us in this project: an adequate case service budget, a medical consultant, a psychiatric consultant, a research consultant, a clinical

psychologist as an observer, probation and parole officers, an experienced vocational rehabilitation counselor, and a small caseload (never more than 30 intensive cases). It is indeed frustrating to have so much to offer and receive so little cooperation from the federal offenders. It's hard to wake these guys up. They are halfway through life and still don't realize it's one of those do-it-yourself deals.

B. Commuting Area

Our area covers about seven (7) counties with a possibility of driving one hundred twenty-five (125) miles, one-way, to see one or more clients. Since most clients are working, it is usually necessary to visit them in the evening or on weekends. The counselor travels with the probation and parole officer at times when he has scheduled interviews with offenders. Interviewing conditions are seldom very satisfactory.

C. Introduction of Innovative Services

The Tampa counselor has been in the program one year and has closed one case as satisfactorily rehabilitated. This doesn't help the counselor's ego from a production standpoint. Since we are able to arrange our case funds so we use 100% federal funds, and our State Plan Regulations do not have to apply, we can do many innovative procedures for some of the clients. This took much time in correspondence and meetings with the State and regional office to get approval to proceed with plans. I remember, after we had sent several unusual plans to our State office for prior approval, they sent them back with a memorandum saying "Please don't send anymore plans for prior approval, just proceed as you please." (Within the research design.)

Innovations include such items as providing living maintenance of $75 per week to clients to go full time to basic education classes to upgrade themselves to take formal vocational training; hiring a full-time teacher to conduct these classes, and renting classroom space, etc.; reimbursing a client for loss of wages to keep doctor's and testing appointments. The sky seems to be the limit.

Then we wonder how we will proceed when this federal project ends and we will have to continue the program under the State Plan Regulations.

We knew before the project started this was a difficult group with which to work. We expect this will be proved by the research data collected. We also expect some very basic changes will have to be made in the structure and philosophy of the Vocational Rehabilitation Program. These changes are mandatory if we are to work adequately with the total rehabilitation of the public offender.

III. Frustration and Major Satisfactions

A. Project Director Comments

Frustrations are many and to me, as the Project Director, one of the biggest frustrations is having had relatively few guidelines to follow; having come into the project four months after it had actually started; and getting practically no real assistance from our State office. Of course, the State office has its problems and it's understood that if

we had really asked for help, I am sure it would have been available. However, we were not real sure what we were doing and made many mistakes in the beginning that have now been corrected. Frustrations with the client are many in that they are so reluctant to follow through with any projected plans. Also, in the fact that we see excellent applicants for DVR services going into the control groups, and it seems that for some reason we are getting relatively poor referrals going into the intensive group. Also, as a District Director, it is frustrating to me to have to throw aside our State Plan and spend so much money on individuals that we may get so little in return.

Satisfactions have been rather few in number, although the ones who have been relatively successful are very encouraging. We have been able to upgrade some of the clients in basic education; help at least one so far get established in self-employment, which looks like a very good business. One of the nice things is the good relation we have developed with the probation and parole officers. We have helped them understand our problems, and we have come to understand some of their problems and frustrations. We are gaining some national attention in this project, and I think that eventually this is going to develop into at least a State-wide program for Florida, if not for many states in the country.

B. Chief U.S. Probation Officer Comments

Frustrations - Difficulties resulting from attempts to secure initial and follow-up questionnaires; delays due to geographical factors (distance from headquarters); random assignment process placed some unmotivated individuals in the intensive group, as well as motivated individuals in the control groups in other instances; misunderstandings on the part of clients as to what help they could expect; drawn out time lag between date of initial contact and date of concrete action; no interpretation of sentence completion and projective drawing tests.

Major Satisfactions - Better grasp by probation officers of VRA procedures; slight indications of attitudinal changes on the part of clients, probably resulting from concept that efforts were being made in a constructive manner to help them; indications that VRA personnel, in part, acquired new concepts of the correctional process.

In projecting ideas as to the possibility of a similar program affecting State public offenders, it would be only logical to assume that such program would experience almost the same frustrations and satisfactions; that the only significant difference may be in the number of persons affected, inasmuch as more defendents are handled in State courts.

C. Consultant Comments

There are two areas in which I would like to comment on our project. First, I feel that monies should be appropriated for analysis of local projects by the consultant and staff. Specifically, there are a number of things, innovations, which should be analyzed but funds are not available.

Another source of concern, which is being modified by the counselor, is the usual procedure of having the counselor prepare a plan before services can be rendered.

D. Observer Comments on the Executive Committee

The committee meets one full day a month and is composed of professionals from the following fields: Rehabilitation, CUSPO, psychiatry, sociology, and psychology. The purpose of the meeting is to review general project status and discuss specific cases presented by the project counselor.

The atmosphere is one of freewheeling, problem oriented discussion, and is an excellent opportunity to understand the client's adjustment from the framework of a number of different but allied disciplines. In fact, it is a unique and exciting circumstance to participate in such a broad multi-professional struggle to help clients improve their occupational potential.

Attitudes of respect and feelings of group cohesiveness have developed within the committee. The focus of discussion on "What can we do?" rather than simply piling up many reasons, psychological and otherwise, why prognosis is not more favorable.

There are, of course, many feelings of frustration. Among them are: If a given client has such a long history of psychopathic behavior and is judged to be unsuitable for psychiatric treatment, why should the committee struggle to apply what is sometimes regarded as less intensive and sophisticated personal readjustment techniques? In other words, if the psychiatrist can't help him, who can?

Attitudes of resignation can easily occur unless the group reminds itself, in these circumstances,that a major purpose of the project is to be imaginative and look for conditions that may produce changes to the benefit of the client. At this point, one of the sizable problems is to decide how much of an investment in time and money is justified to gamble on what appears to be a very limited opportunity to change. It is obvious that the hard core cases require a disproportionate amount of project effort, and is such sacrifice to other clients warranted? The committee often struggles with this balance between the reality of project resources and the individual needs for client service.

Other frustrations occur when the counselor has to spend a lot of time locating the client. It is also disappointing to work up a detailed plan and then find that the client has vanished without leaving a forwarding address.

Feelings of satisfaction and reward occur during committee meetings when a client is understood more fully and when suitable plans for action have been adopted. In the Tampa Project, the group is delighted with the success of an education program, wherein several clients are given specialized tutoring in a group setting. This is a pilot program over a six-month period designed to upgrade educational levels and give certificates of grade equivalent up to a high school diploma. Clients are advancing much faster than expected in this program.

In summary, the Executive Committee approach seems to be an excellent technique in assisting in the overall conduct of the project. However, it would probably be more desirable if the full committee could meet on two half days each month, rather than one day-long monthly meeting.

IV. Implications for State Public Offender Program for Florida

Working with Public Offenders whether state, local or federal, is something that should be carried on by the Division of Vocational Rehabilitation. From the little experience we have had so far with them, we have found that there are a number of public offenders who really need and want our help. There is an awful lot we can do for all of these people, but there are some who are really impossible to work with. If a counselor could be assigned to work with the federal, state, and local probation and parole officers, and work on a referral basis on the ones who really needed help and would follow through, we feel that this would be a real good endeavor for DVR.

We do not think that it would be necessary to have the counselor housed in the same vicinity as the probation officers and that he could probably work out of the District Office without any problem. He should have very frequent contacts with the probation officers and discuss referrals on a regular basis; secure what information he can from the probation reports; and refer cases out to other districts, if they are outside of his local district. There probably should be a counselor in each District Office who would have the primary caseload of public offenders. It is also felt that this probably should include the juvenile court in the interagency school program and contacts with the juvenile home would be the order of approach.

The Florida State DVR has recently entered into written agreements with the Florida Bureau of Corrections to have counselors visit the prisons and road camps on regular intervals to work with the inmates who are coming up for parole, and follow them out into the communities.

It would appear that if this is developed State-wide, that it would be necessary to have someone on the State level to head up such a program and to have some very definite rules and guidelines established for this program. It is likely that this will be seriously considered in Florida.

(This report was compiled from several sources for the purpose of inclusion with the other project reports.)

> Important Note: No attempt has been made to analyze or summarize the reports in this brochure. Since these materials were prepared for group discussion; more complete information will be developed as a report on the conference activities.